# ATTACHMENT 9

*Planning for Success.*

DRAFT EIR

# NORTH FORTY SPECIFIC PLAN

SCH No. 2011122070

General Plan Amendment
GP-14-001

Zoning Amendment
Z-14-001

PREPARED FOR

Town of Los Gatos

April 3, 2014

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personnel, including lack of secure parking and inadequate space within the Town Hall police facility. However, the *Town of Los Gatos 2020 General Plan EIR* concluded that these issues could be resolved with less-than-significant environmental effects. The Town's police services office space was expanded in recent years, and should be adequate to accommodate the increased demands brought about by the proposed project.

### No Impact: Other New or Altered Public Facilities

The *Town of Los Gatos 2020 General Plan EIR* concluded that build-out of the *Town of Los Gatos 2020 General Plan*, which includes the Plan Area, in conjunction with past development, would require expansion of the existing library. A new library has been constructed and will adequately serve the proposed project and other development within the Town. The Town's Civic Center Master Plan (Anderson Brulé Architects, Inc 2007) identified several programs or departments that require additional office space to adequately serve the Town. The Civic Center Master Plan considers the construction of new or replacement buildings at the civic center site and the re-design of space within existing buildings. Several structural and mechanical upgrades to existing buildings are also required. It is anticipated that these improvements will be funded by the Town in future years as each becomes a priority. The proposed project would place incrementally-increased demands on other Town services, but the Town has already initiated a program to address increased needs. Therefore, the proposed project would not create any adverse physical impacts associated with the need for library facilities.

### No Impact: Consistent with Plan Adopted for Environmental Purposes

The proposed project does not conflict with *Town of Los Gatos 2020 General Plan* public services policies adopted for the purpose of avoiding or mitigating an environmental effect.

## 3.13 TRANSPORTATION AND TRAFFIC

The *Town of Los Gatos 2020 General Plan EIR* identified significant and unavoidable traffic congestion impacts resulting from build-out of the *Town of Los Gatos 2020 General Plan*. Although construction of the transportation infrastructure called for in the *Town of Los Gatos 2020 General Plan* would reduce impacts to a less-than-significant level, funding constraints would not allow all of the necessary transportation improvements to be constructed, and therefore, the impact was considered to be significant and unavoidable. The Plan Area is one of the largest development areas included in the *Town of Los Gatos 2020 General Plan*.

The following technical report was prepared for the proposed project and is referenced in this section:

- Fehr and Peers. *North 40 Specific Plan Draft Transportation Impact Analysis*. February 2014.

The transportation impact analysis is included in Appendix M. The County of Santa County Department of Roads and Airports responded to the NOP with a request to study traffic at the interchanges of State Route 17 and San Tomas Expressway, and at the interchange of State Route 17 and Camden Avenue/White Oaks Road. The Carpenters' Local 405 requested consideration of worker commute trips. The Los Gatos Union School District expressed concerns about traffic levels near its schools in general, and especially the intersection of Los Gatos Boulevard and Blossom Hill Road. Lynlee Bischoff expressed concerns about traffic levels on Los Gatos Boulevard between Lark Avenue and Samaritan Drive, and drivers' responses to avoid congestion. The San Jose Public Works Department made several recommendations for the scope of the traffic report, including use of the City's thresholds, and fair share contributions to mitigation. The Valley Transportation Agency requested information on how the Town will establish a funding mechanism to mitigate congested intersections and road segments identified in the *Town of Los Gatos 2020 General Plan EIR*. The Valley Transportation Authority also recommended development of a transportation demand management program and/or shuttle system, and recommended facilitation of bicycle, pedestrian, and transit modes. Caltrans expressed concerns that the proposed project would result in back-ups at the Lark Avenue onramp to State Route 17 and the transition ramps from State Route 17 to State Route 85. Caltrans also recommended a transportation demand management program and facilitation of bicycle, pedestrian, and transit modes. Caltrans recommended the traffic report include analysis of the San Tomas Expressway. Several scoping meeting participants mentioned traffic as a concern to be addressed in the EIR. The letters sent in response to the NOP are included in Appendix A.

## *Environmental Setting*

### Highways and Streets

The Plan Area is adjacent to, and directly accessed from, Los Gatos Boulevard and Lark Avenue. The Plan Area is also adjacent to State Route 17 and State Route 85, with access to these freeways immediately adjacent to the Plan Area. Other regionally important streets in the general vicinity of the Plan Area are Winchester Boulevard/Santa Cruz Avenue, Los Gatos-Almaden Road, Blossom Hill Road, Los Gatos-Saratoga Road/State Route 9, and Camden Avenue/San Tomas Expressway. Several local streets are located within or adjacent to the Plan Area, or are included as part of the studied intersections in the transportation impact analysis.

The transportation impact analysis studied 31 intersections. Table 18, Study Intersections Existing Levels of Service, presents the current AM and PM peak period delays and levels of service at these intersections. The locations of streets and intersections are shown in Figure 23, Traffic Study Locations. Each street and highway is briefly described in the text that follows.

**State Route 17**. This state highway connects the junction of Interstate 280/880 with Santa Cruz County, and is the primary north-south route in the vicinity of the Plan Area. In the vicinity of the Plan Area, State Route 17 is a freeway with two to three lanes in each direction. The nearest on- and off-ramps are at Lark Avenue, immediately west of the Plan Area.

**State Route 85.** This state highway connects the southern areas of San Jose with Mountain View via a westerly route. The freeway is three to four lanes in each direction. The nearest on- and off-ramps are at Los Gatos Boulevard/Bascom Avenue, immediately north of the Plan Area.

**Los Gatos Boulevard.** One of two major north-south boulevards, this arterial street originates in downtown Los Gatos at the south and the bayside community of Alviso at the north. The name of the street changes to Main Street in downtown Los Gatos. North of the Plan Area the name changes to Bascom Avenue, then to Washington Street and Lafayette Street in Santa Clara. In Los Gatos the street varies from one to three lanes in each direction, and adjacent to the Plan Area it is two lanes in each direction. Adjacent to the Plan Area there are signalized intersections at Lark Avenue and Samaritan Drive.

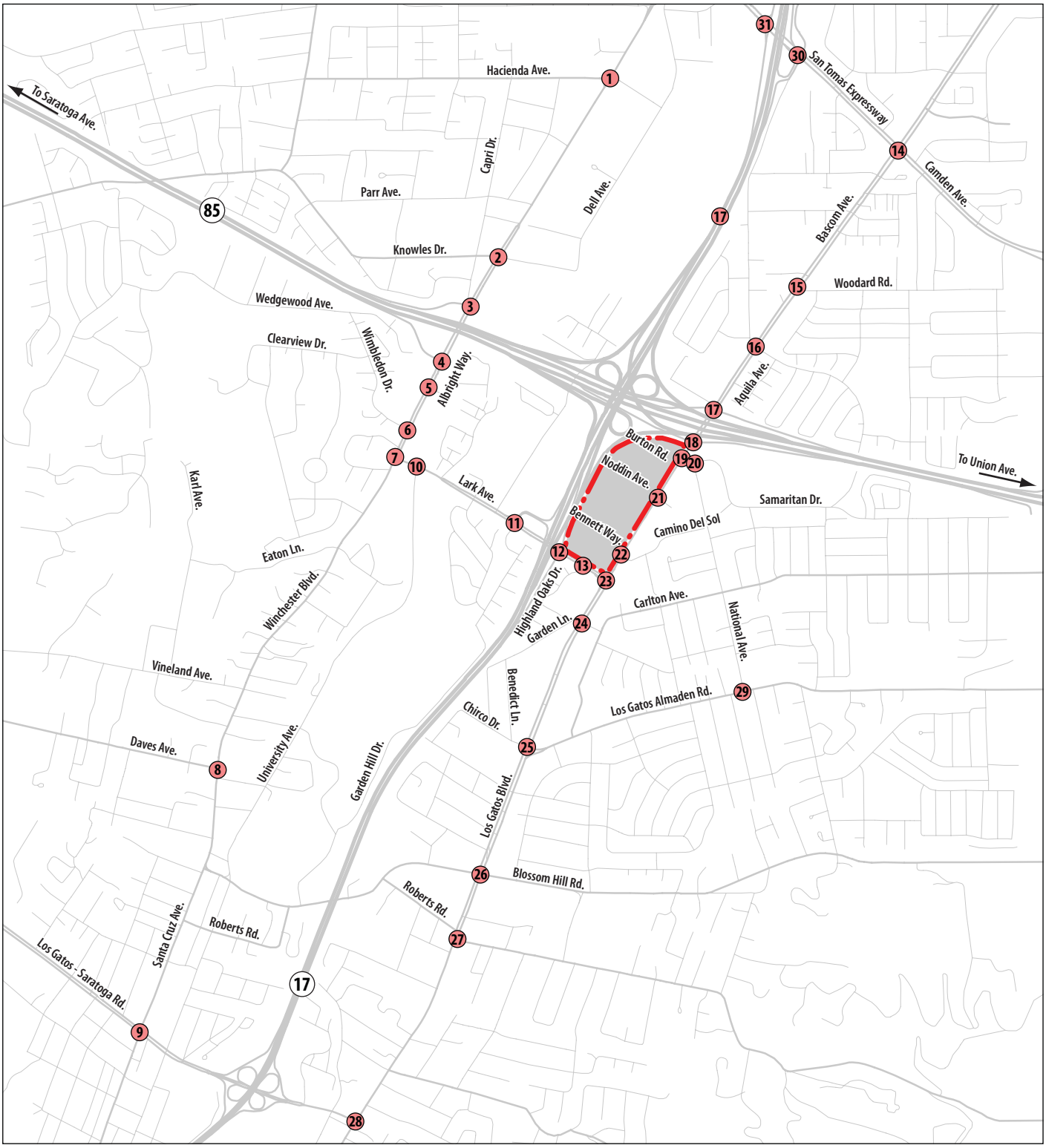
**Lark Avenue.** This arterial street connects Los Gatos Boulevard to Winchester Boulevard immediately south of the Plan Area. The street is two lanes in each direction.

**Winchester Boulevard/Santa Cruz Avenue.** The second of two major north-south boulevards, this street originates in downtown Los Gatos at the south and downtown Santa Clara at the north. The name changes to Santa Cruz Avenue in downtown Los Gatos and Lincoln Avenue in Santa Clara. Winchester Boulevard is an arterial with one to two lanes in each direction, and Santa Cruz Avenue is a collector with one lane in each direction.

**University Avenue.** This is a collector street connecting downtown Los Gatos to Lark Avenue, and serving office and commercial uses.

**Los Gatos-Almaden Road.** This arterial street provides access to the residential neighborhoods east of Los Gatos Boulevard and south of the Plan Area. The street is one to two lanes in each direction.

**Blossom Hill Road.** This arterial street is the major east-west boulevard through the southern portion of the San Jose area. The street is one to two lanes in each direction within Los Gatos.




***Legend***

Project Boundary  # Study Intersection

0 0.5 miles

Source: Fehr and Peers 2013

Figure 23

# Traffic Study Locations

North Forty Specific Plan EIR

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**Table 18 Study Intersections Existing Levels of Service**

| No. | Intersection | Jurisdiction | Control | Peak Period | Delay | LOS |
|---|---|---|---|---|---|---|
| 1 | Winchester Boulevard / Hacienda Avenue | Campbell | Signal | AM | 23.5 | C |
| | | | | PM | 35.8 | D+ |
| 2 | Winchester Boulevard / Knowles Drive | Campbell | Signal | AM | 33.8 | C- |
| | | | | PM | 41.3 | D |
| 3 | Winchester Boulevard / State Route 85 Northbound Ramps | Los Gatos Caltrans | Signal | AM | 11.5 | B+ |
| | | | | PM | 17.1 | B |
| 4 | Winchester Boulevard / State Route 85 Southbound Ramps | Los Gatos Caltrans | Signal | AM | 13.4 | B |
| | | | | PM | 7.8 | A |
| 5 | Winchester Boulevard / Albright Way | Los Gatos | Side Street Stop | AM | 26.3 | D |
| | | | | PM | 48.0 | E |
| 6 | Winchester Boulevard / Wimbledon Drive | Los Gatos | Signal | AM | 14.1 | B |
| | | | | PM | 14.5 | B |
| 7 | Winchester Boulevard / Lark Avenue | Los Gatos | Signal | AM | 21.9 | C+ |
| | | | | PM | 16.8 | B |
| 8 | Winchester Boulevard / Daves Avenue | Los Gatos | Signal | AM | 13.7 | B |
| | | | | PM | 9.5 | A |
| *9* | Santa Cruz Avenue / Los Gatos-Saratoga Road (SR 9) | Los Gatos Caltrans | Signal | AM | 41.4 | D |
| | | | | PM | 36.5 | D+ |
| 10 | University Avenue / Lark Avenue | Los Gatos | Signal | AM | 22.3 | C+ |
| | | | | PM | 27.3 | C |
| 11 | State Route 17 Southbound Ramps / Lark Avenue | Los Gatos Caltrans | Signal | AM | 29.6 | C |
| | | | | PM | 35.0 | C- |
| 12 | State Route 17 Northbound Ramps / Lark Avenue | Los Gatos Caltrans | Signal | AM | 21.2 | C+ |
| | | | | PM | 19.6 | B- |
| 13 | Highland Oaks Drive / Lark Avenue | Los Gatos | Side Street Stop | AM | 85.4 | F |
| | | | | PM | 26.7 | D |

| No. | Intersection | Jurisdiction | Control | Peak Period | Delay | LOS |
|---|---|---|---|---|---|---|
| *14* | Bascom Avenue / Camden Avenue | San Jose | Signal | AM | 49.2 | D |
| | | | | PM | 48.3 | D |
| 15 | Bascom Avenue / Woodard Road | San Jose | Signal | AM | 16.7 | B |
| | | | | PM | 16.0 | B |
| 16 | Bascom Avenue / White Oaks Road | San Jose | Signal | AM | 26.8 | C |
| | | | | PM | 24.8 | C |
| *17* | Bascom Avenue/Los Gatos Blvd. / State Route 85 Northbound Ramps | San Jose Caltrans | Signal | AM | 18.4 | B |
| | | | | PM | 19.2 | B- |
| *18* | Bascom Avenue/Los Gatos Blvd. / State Route 85 Southbound Ramps | San Jose Caltrans | Signal | AM | 17.9 | B |
| | | | | PM | 23.4 | C |
| *19* | Los Gatos Boulevard / Samaritan Drive/Burton Road | Los Gatos | Signal | AM | 27.3 | C |
| | | | | PM | 29.2 | C |
| 20 | National Avenue / Samaritan Drive | San Jose | Side Street Stop | AM | 36.0 | E |
| | | | | PM | 37.3 | E |
| 21 | Los Gatos Boulevard / Terreno de Flores Lane/ Noddin Avenue | Los Gatos | Side Street Stop | AM | 21.6 | C |
| | | | | PM | 41.2 | E |
| 22 | Los Gatos Boulevard / Camino del Sol/Bennett Way | Los Gatos | Side Street Stop | AM | 126.7 | F |
| | | | | PM | 41.1 | E |
| *23* | Los Gatos Boulevard / Lark Avenue | Los Gatos | Signal | AM | 37.8 | D+ |
| | | | | PM | 34.1 | C- |
| 24 | Los Gatos Boulevard / Gateway Drive/Garden Lane | Los Gatos | Signal | AM | 21.3 | C+ |
| | | | | PM | 18.0 | B |
| 25 | Los Gatos Boulevard / Chirco Dr/Los Gatos-Almaden Rd | Los Gatos | Signal | AM | 26.8 | C |
| | | | | PM | 24.2 | C |
| 26 | Los Gatos Boulevard / Blossom Hill Road | Los Gatos | Signal | AM | 33.9 | C- |
| | | | | PM | 36.3 | D+ |

| No. | Intersection | Jurisdiction | Control | Peak Period | Delay | LOS |
|---|---|---|---|---|---|---|
| *27* | Los Gatos Boulevard / Shannon Road/Roberts Road | Los Gatos | Signal | AM | 24.3 | C |
| | | | | PM | 16.7 | B |
| 28 | Los Gatos Boulevard / Los Gatos-Saratoga Road | Los Gatos | Signal | AM | 33.7 | C- |
| | | | | PM | 36.4 | D+ |
| *29* | National Avenue / Los Gatos-Almaden Road | Los Gatos | Signal | AM | 21.1 | C+ |
| | | | | PM | 8.9 | A |
| *30* | State Route 17 Northbound Ramps / Camden Avenue/White Oaks Road | Campbell Caltrans | Signal | AM | 66.7 | E |
| | | | | PM | 66.7 | E |
| *31* | State Route 17 Southbound Ramps / San Tomas Expressway | Campbell Caltrans County | Signal | AM | 75.7 | E- |
| | | | | PM | 56.4 | E+ |

***Source:*** Fehr and Peers 2014

***Note:*** Weighted average intersection delays in seconds per vehicle calculated in accordance with 2000 Highway Design Manual; LOS calculated using TRAFFIX 8.0 Software. Italicized intersection numbers indicate the intersection is part of the Congestion Management Program.

**State Route 9/Los Gatos-Saratoga Road**. State Route 9 connects State Route 17 in Los Gatos to State Route 1 in Santa Cruz via Saratoga. In the vicinity of Los Gatos, the conventional highway is two lanes in each direction.

**San Tomas Expressway/Camden Avenue.** These roadways form an important part of the regional road network in the areas north and east of the Plan Area, providing three lanes in each direction and limited access north of State Route 17.

**Burton Road.** This is a dead-end local street serving businesses at the intersection of Los Gatos Boulevard, and residences within the northern portion of the Plan Area.

**Noddin Lane.** This is a dead-end local street providing access to the orchard and residences in the central area of the Plan Area.

**Bennett Way.** This is a dead-end local street serving residences in the southern portion of the Plan Area.

**Terreno de Flores Lane.** This is a dead-end local street serving residences in the neighborhood to the east of the Plan Area.

**Samaritan Drive.** This City of San Jose connector street is one to two lanes in each direction and provides access to Good Samaritan Hospital, medical offices, and residential neighborhoods east of the Plan Area.

**National Avenue.** This neighborhood collector street serves offices at the north and residences at the south, and provides a connection between Los Gatos Boulevard near State Route 85 and Los Gatos-Almaden Road.

**Camino del Sol.** This is a two lane residential street through the neighborhood east of the Plan Area, with only one-way westbound traffic at its intersection with Los Gatos Boulevard.

**Highland Oaks Drive.** This is a two lane residential street through the neighborhood south of the Plan Area.

**Shannon Road.** This street is a neighborhood collector serving the mostly residential areas east of Los Gatos Boulevard and extending into the hills of eastern Los Gatos.

**Hacienda Avenue.** This City of Campbell residential collector serves neighborhoods west of Winchester Boulevard.

**Knowles Drive.** This arterial street west of Winchester Boulevard provides access to residential neighborhoods and medical facilities near the Town's border with Campbell.

**Albright Way.** This dead-end street east of Winchester Boulevard provides access to an office park.

**Wimbledon Drive.** This neighborhood collector provides access to residences, a tennis club, and golf course east of Winchester Boulevard.

**Daves Avenue.** This collector street provides access to a residential neighborhood in the City of Monte Sereno, west of Winchester Boulevard

**Woodard Road.** This local City of San Jose street provides access to residential neighborhoods and commercial areas northeast of the Plan Area.

**White Oaks Road.** This local City of San Jose street provides access to residential neighborhoods north of the Plan Area.

**Gateway Drive/Garden Drive.** These local streets provide access to the residential neighborhoods on either side of Los Gatos Boulevard south of the Plan Area.

**Carlton Avenue.** This street provides access to the residential neighborhood on the east side of Los Gatos Boulevard south of the Plan Area, and would be the major destination of most traffic using Gateway Drive.

Freeway segments on State Route 17 and State Route 85 were also studied in the transportation impact analysis. Table 19, Study Freeway Segments Existing Levels of Service, presents existing conditions for a total of 14 freeway segments.

## Congestion Management Program Routes

There are five Congestion Management Program routes in Los Gatos: State Routes 9, 17, and 85; Los Gatos Boulevard from State Route 85 to Lark Avenue; and Lark Avenue from Los Gatos Boulevard to State Route 17. There are three Congestion Management Plan intersections in Los Gatos that are reviewed annually in conformance with Congestion Management Program requirements: Lark Avenue/Los Gatos Boulevard; State Route 9/Santa Cruz Avenue; and State Route 9/University Avenue.

Other Congestion Management Program intersections studied in the transportation impact analysis include Santa Cruz Avenue/Los Gatos-Saratoga Road (State Route 9), Los Gatos Boulevard/Samaritan Drive, Bascom Avenue/Camden Avenue, Bascom Avenue/State Route 85 ramps, and the State Route 17 ramps at San Tomas Expressway and Camden Avenue.

The *Santa Clara Countywide Bicycle Plan*'s countywide bicycle corridors comprise the Congestion Management Program bicycle network. Countywide bicycle corridor 16B passes the northeastern corner of the Plan Area. The Congestion Management Program transit network includes all passenger rail and select bus routes of regional significance. The only transit component near the Plan Area is VTA bus route 62 which serves Samaritan Drive from the south (Santa Clara Valley Transportation Authority 2011).

## Town of Los Gatos Planned Transportation Improvements

The *Town of Los Gatos 2020 General Plan* Transportation Element calls for the following long-range transportation improvements in the vicinity of the Plan Area (Town of Los Gatos 2011, pages TRA-15, TRA-17):

- Los Gatos Boulevard and Lark Avenue Intersection: Add a third southbound through lane, remove parking on the east side of Los Gatos Boulevard between Lark Avenue and the first driveway south of Lark Avenue to provide sufficient room for a fourth lane in that section of the roadway. Change the southbound right turn to a free right with the widening of Lark Avenue. Add a third northbound left-turn lane if the projected queuing occurs requiring stacking space. Add a third eastbound left turn lane.
- Los Gatos Boulevard and Samaritan Drive Intersection: Add a third northbound through lane. Add a westbound right turn overlap phase. The addition of the westbound right turn overlap phase is outside the jurisdiction of Los Gatos and is the responsibility of the City of San Jose if the projected level of congestion occurs. Widen Burton Road as needed.

**Table 19 Study Freeway Segments Existing Levels of Service**

| Freeway | Segment | Peak Period | Mixed Flow | | HOV Lanes | |
|---|---|---|---|---|---|---|
| | | | Density | LOS | Density | LOS |
| State Route 17 North | Los Gatos-Saratoga Road | AM | 52 | E | n/a | n/a |
| | Lark Avenue | PM | 24 | C | n/a | n/a |
| | Lark Avenue | AM | 33 | D | n/a | n/a |
| | State Route 85 | PM | 23 | C | n/a | n/a |
| | State Route 85 | AM | 42 | D | n/a | n/a |
| | San Tomas Expressway | PM | 20 | C | n/a | n/a |
| State Route 17 South | San Tomas Expressway | AM | 20 | C | n/a | n/a |
| | State Route 85 | PM | 22 | C | n/a | n/a |
| | State Route 85 | AM | 21 | C | n/a | n/a |
| | Lark Avenue | PM | 44 | D | n/a | n/a |
| | Lark Avenue | AM | 26 | C | n/a | n/a |
| | Los Gatos-Saratoga Road | PM | 51 | E | n/a | n/a |
| State Route 85 North | Union Avenue | **AM** | **85** | **F** | **80** | **F** |
| | Bascom Avenue/Los Gatos Blvd. | PM | 23 | C | 6 | A |
| | Bascom Avenue/Los Gatos Blvd. | **AM** | **111** | **F** | **88** | **F** |
| | State Route 17 | PM | 24 | C | 7 | A |
| | State Route 17 | **AM** | **86** | **F** | 102 | F |
| | Winchester Boulevard | PM | 22 | C | 14 | B |
| | Winchester Boulevard | **AM** | **73** | **F** | 49 | E |
| | Saratoga Avenue | PM | 30 | D | 7 | A |
| State Route 85 South | Saratoga Avenue | AM | 24 | C | 11 | A |
| | Winchester Boulevard | PM | 53 | E | 28 | D |
| | Winchester Boulevard | AM | 20 | C | 8 | A |
| | State Route 17 | PM | 58 | E | 24 | C |
| | State Route 17 | AM | 12 | B | 7 | A |
| | Bascom Avenue/Los Gatos Blvd. | **PM** | **88** | **F** | 29 | D |
| | Bascom Avenue/Los Gatos Blvd. | AM | 24 | C | 7 | A |
| | Union Avenue | **PM** | **100** | **F** | 32 | D |

***Source:*** Fehr and Peers 2014

***Note:*** Density in passenger cars per mile per lane. Unacceptable level of service indicated by bold text. All highway segments listed are part of the Congestion Management Program network.

- Lark Avenue, from State Route 17 to Los Gatos Boulevard: Widen the road to six lanes with a median and bike lanes, and provide two westbound right-turn storage lanes for the metered northbound State Route 17 on-ramp.
- Los Gatos Boulevard, from Lark Avenue to Samaritan Drive: Widen the unimproved segments along the east side of Los Gatos Boulevard from approximately Camino del Sol to approximately Samaritan Drive with a consistent curb, gutter and sidewalk treatment as present on the existing improved segments. Add a third through lane for the northbound approach of Los Gatos Boulevard south of the Samaritan Drive intersection. Add bicycle lanes. Locate a gateway feature at Samaritan Drive. Widening of Los Gatos Boulevard between Lark Avenue and Samaritan Drive is a funded project in the VTA *2040 Valley Transportation Plan*. The *Los Gatos Boulevard Plan* also addresses roadway and streetscape design for Los Gatos Boulevard.
- Los Gatos Boulevard Nodes: Develop nodes at Blossom Hill Road, Los Gatos/Almaden Road, New Town/Village Square, Lark Avenue, and at the new entrance to the North Forty area.

At the Winchester Boulevard/Knowles Drive intersection, the Town has recently added a new eastbound left-turn lane and a right-turn lane - right turns may be made at the same time as northbound left-turns (personal communication with Jessy Pu, January 10, 2014).

## Transit Service

VTA operates a fleet of 426 buses and 99 light rail vehicles. Four historic trolleys are used for seasonal special service. Bus and light rail service operates over about 700 miles of roadway and rail. During 2012, VTA carried about 104,000 daily weekday bus riders and approximately 33,000 daily weekday light rail passengers. The VTA serves roughly 4,340 bus stops and 62 light rail stations (Valley Transportation Authority 2013).

VTA Route 49 bus serves the Plan Area along Los Gatos Boulevard, connecting the Los Gatos civic center with the Winchester light rail station. Three additional bus routes (27, 61, and 62) serve the Good Samaritan Hospital, immediately east of the Plan Area. The 17 Express Bus from downtown San Jose to Santa Cruz passes the Plan Area, but does not stop in the vicinity of the Plan Area.

The Plan Area is within the Town's Vasona Light Rail area. The Vasona light rail station is planned for the junction of State Route 85 and Winchester Boulevard. The VTA has not established a construction timeframe for the track extension or station. The *Town of Los Gatos 2020 General Plan* includes an element specific to planning for the light rail area. Several polices applicable to project sites within the Vasona Light Rail area are specific to the Plan Area (see Policy and Regulation section below).

### Bicycle and Pedestrian

There are no bicycle lanes or routes in the vicinity of the Plan Area. Bike lanes are planned for Los Gatos Boulevard and Lark Avenue (Town of Los Gatos 2011, Figure TRA-2, pages TRA-17 and TRA-18). Planned countywide bicycle corridor 16B passes the northeast corner of the Plan Area, utilizing the Mozart Avenue overcrossing at State Route 17, Mozart Avenue (immediately north of State Route 85), Los Gatos Boulevard Bridge over State Route 85, Samaritan Drive, and National Avenue.

There are continuous sidewalks on the west side of Los Gatos Boulevard and both sides of Lark Avenue in the vicinity of the Plan Area. Both Los Gatos Boulevard and Lark Avenue have sidewalks on both sides of the freeway bridges over State Route 85 and State Route 17. Crosswalks are present along the length of Los Gatos Boulevard and Lark Avenue. Crosswalks from one side of Lark Avenue to the other are present only at Los Gatos Boulevard (both sides), and crosswalks from one side of Los Gatos Boulevard to the other are present at Lark Avenue (south side), and Samaritan Drive (north side).

The Los Gatos Creek Trail is located about one-half mile west of the Plan Area via Lark Avenue. The Los Gatos Creek Trails runs approximately ten miles from Los Gatos to the Willow Glen area of San Jose.

## *Policy and Regulation*

### California Green Building Standards Code

The California Green Building Standards Code includes requirements for bicycle parking and designated parking for low-emitting, fuel efficient, carpool, and vanpool vehicles.

### Association of Bay Area Governments / Metropolitan Transportation Commission

*Plan Bay Area-Strategy for a Sustainable Region* (Association of Bay Area Governments and Metropolitan Transportation Commissions 2013 c) (hereinafter "*Plan Bay Area*") was adopted in July 2013 and sets forth a strategy for development of the Bay Area's transportation infrastructure. *Plan Bay Area* fulfills obligations under SB 375, the California Sustainable Communities and Climate Protection Act of 2008, which requires a sustainable communities strategy as a part of the regional transportation plan. The sustainable communities strategy must promote compact, mixed-use commercial and residential development. Two performance targets are mandated by SB 375: reduce its per-capita $CO_2$ emissions from cars and light-duty trucks by 15 percent by 2040; and provide adequate housing by requiring the region to house 100 percent of its projected population growth by income level. *Plan Bay Area* integrates land use strategies by

establishing priority development areas, and identifying how the Bay Area can accommodate residential growth through 2040. Within Los Gatos, there are two priority development areas: the Vasona light rail extension corridor and the area south of Vasona Lake County Park. *Plan Bay Area* intends to reach the region's goal of reducing greenhouse gas emissions by seven percent. *Plan Bay Area* also addresses conservation of open space lands. *Plan Bay Area* also includes eight locally-adopted performance targets that seek to reduce premature deaths from air pollution, reduce injuries and fatalities from collisions, increase the amount of time people walk or cycle for transportation, and protect open space. Other targets address equity concerns, economic vitality, and transportation system effectiveness.

## Valley Transportation Authority

*Valley Transportation Plan 2035* (Santa Clara Valley Transportation Authority 2009a) presents a transportation improvement development plan, with prioritization of spending for a variety of transportation projects. The following projects are listed adjacent to or near the Plan Area (Santa Clara Valley Transportation Authority 2009a, Appendix A):

- Los Gatos Boulevard widening between Lark Avenue and Samaritan Drive;
- State Route 85 conversion of carpool lanes to express (toll) lanes; and
- Vasona light rail extension and station.

*Valley Transportation Plan 2040* is scheduled for adoption in March 2014, and has a similar list of projects in the vicinity of the Plan Area (Santa Clara Valley Transportation Authority 2013b).

The VTA Board of Directors adopted the Transit Sustainability Policy in 2007. The Transit Service Design Guidelines implement the Transit Sustainability Policy, defining the characteristics of various levels of transit service, from local shuttles to regional express busses, to light rail. The Transit Sustainability Policy states:

> It is the policy of the Santa Clara Valley Transportation Authority (VTA) to have an efficient transit system that is responsive to market needs, seeks the highest and best use of funds, obtains maximum benefit for each dollar spent, increases transit usage per capita, and enhances Santa Clara Valley's environment and quality of life. Accordingly, all potential transit projects and services will undergo a study prior to funding approvals to understand the full range of alternatives available for providing service, the costs and benefits, and the effects proposed services will have on system ridership and operations.

The primary standard by which the adequacy of transit service is evaluated is average boarding per revenue-hour, which indicates how well service is utilized given the hours of service, whether

the transit capacity offered is appropriate, and how well capital and operating resources are used. VTA has an adopted goal of 95 percent on-time performance for both bus and light rail service. (Santa Clara Valley Transportation Authority 2008b, pages 37 and 46).

The *Santa Clara Countywide Bicycle Plan* (Santa Clara Valley Transportation Authority 2008a) establishes a network of regional bikeways, and includes policies for VTA's encouragement of bicycle facility development. Countywide bicycle corridor 16B passes the northeastern corner of the Plan Area. The *Bicycle Technical Guidelines* (Santa Clara Valley Transportation Authority 2012) provide design guidance for construction of roads, parking, and other facilities either specifically for bicycles or shared by bicycles.

## Bay Area Air Quality Management District

Because transportation is a major source of air pollutants, many of the control measures included in the 2010 Clean Air Plan involve reducing air pollutant emissions from motor vehicles. Transportation related 2010 Clean Air Plan control measures include TCM C-1 Support Voluntary Employer‐Based Trip Reduction Program, TCM C-2 Safe Routes to School, TCM C-3 Promote Rideshare Services and Incentives TCM D-1 Bicycle Access, TCM D-2 Pedestrian Access, and TCM E-2 Parking and Pricing Management Strategies. Descriptions of the 2010 Clean Air Plan control measures are presented in Section 3.3 Air Quality.

## Town of Los Gatos

Two of the *Town of Los Gatos 2020 General Plan*'s vision statement consensus points relate in part to transportation:

> **Foster a pedestrian-oriented community with a small-town character.**
>
> **Support an active business community that provides a wide variety of goods and services and a broad range of employment opportunities, minimizing the need to travel to other communities.**

The following *Town of Los Gatos 2020 General Plan* goals and policies relating to transportation and traffic are applicable to the proposed project.

> **Policy LU-2.1** Minimize vehicle miles traveled for goods and services by allowing and encouraging stores that provide these goods within walking distance of neighborhoods in Los Gatos.
>
> **Policy LU-2.2** Promote telecommuting and home-based businesses by allowing live-work and work-live uses in existing and future residential development.

**Policy LU-4.2** Allow development only with adequate physical infrastructure (e.g. transportation, sewers, utilities, etc.) and social services (e.g. education, public safety, etc.).

**Policy LU-11.3** Provide coordinated infrastructure in the North Forty area.

**Policy LU-11.6** Incorporate multi-modal links from the North Forty area to the Vasona Light Rail station into the North Forty Specific Plan.

**Policy HOU-2.4** Demonstrate that all new residential development is sufficiently served by public services and facilities, including pedestrian and vehicular circulation, water and wastewater services, police, fire, schools, and parks.

**Policy TRA-1.1** Development shall not exceed transportation capacity.

**Policy TRA-1.5** Make effective use of the traffic-carrying ability of Los Gatos's arterials and collectors while considering the needs of pedestrians, bicyclists, and adjacent residents.

**Goal TRA-2 To create and maintain a safe, efficient and well designed roadway network.**

**Policy TRA-2.1** Vehicular, bicyclist, and pedestrian safety should be an important factor in the design of roadways.

**Policy TRA-2.2** Incorporate plans for all users (motor vehicles, transit vehicles, bicyclists, and pedestrians) when constructing or modifying a roadway.

**Policy TRA-2.3** The Town shall obtain fee title to all land required to be dedicated for public streets.

**Policy TRA-2.4** New development shall minimize the number of driveway openings and curb cuts.

**Policy TRA-2.5** Discourage single access roads of extended length, and restrict development along such roads.

**Policy TRA-2.6** Street improvements such as curb cuts, sidewalks, bus stop turnouts, bus shelters, light poles, traffic signals, benches, and trash containers shall be planned as an integral part of development projects to ensure safe movement of people and vehicles and minimize disruption to the streetscape.

**Policy TRA-2.7** Consider using roundabouts as an alternative to signalized or traditionally controlled intersections to calm traffic and increase the capacity of intersections.

**Policy TRA-2.8** Develop "complete streets" within the Town that include landscaping and shared space for bicycles, cars, pedestrians, and transit.

**Goal TRA-3 To prevent and mitigate traffic impacts from new development.**

**Policy TRA-3.1** All development proposals shall be reviewed to identify and mitigate project traffic impacts pursuant to the Town's traffic impact policy.

**Policy TRA-3.2** Review development proposals to ensure that the circulation system and on-site or public parking can accommodate any increase in traffic or parking demand generated by the proposed development, subject to the considerations and findings required by the Town's Traffic Impact Policy.

**Policy TRA-3.3** All new developments shall be evaluated to determine compliance with the Town's level of service policy for intersections.

**Policy TRA-3.4** New projects shall not cause the level of service for intersections to drop more than one level if it is at Level A, B, or C and not drop at all if it is at D or below.

**Policy TRA-3.5** If project traffic will cause any intersection to drop more than one level if the intersection is at LOS A, B, or C, or to drop at all if the intersection is at LOS D or below, the project shall mitigate the traffic so that the level of service will remain at an acceptable level.

**Policy TRA-3.6** Pedestrian and bicycle safety shall not be compromised to improve or maintain the level of service of an intersection.

**Policy TRA-3.7** All traffic reports shall include analyses of nearby uses with unusual or unique traffic generation factors or peak hours (e.g. pre-schools, faith communities, private clubs, quasi-public uses).

**Policy TRA-3.8** New development shall be required to upgrade public improvements on project frontages to meet current Town standards.

**Policy TRA-3.9** Developers shall contribute to the cost of the future installation of traffic signals or future traffic signal modifications as a condition of approval.

**Policy TRA-3.10** Avoid major increases in street capacity unless necessary to remedy severe traffic congestion or critical neighborhood traffic problems and all other options, such as demand management and alternative modes, have been exhausted. Where capacity is increased, improvements shall balance the needs of motor vehicles with those of pedestrians and bicyclists.

**Policy TRA-3.11** Roadway improvements and dedications shall be required for any development proposal with an associated traffic impact.

**Policy TRA-3.12** The maximum level of mitigation measures shall be required for transportation impacts adjacent to sensitive receptors, including residences, schools, and hospitals.

**Policy TRA-3.13** All major development proposals shall be required to include a detailed, verifiable transportation demand management (TDM) program for consideration by the Town during the review of the development application.

**Policy TRA-3.14** Minimize opportunities for regionally-generated traffic to cut through Los Gatos.

**Policy TRA-5.4** Limit new development that increases commercial traffic flow through residential neighborhoods.

**Policy TRA-5.5** Consider traffic calming devices such as lane narrowing, widening medians, or heavy landscaping to discourage cross-town commute and short-cut traffic.

**Policy TRA-8.5** Encourage the use of the transit system by requiring developers to provide bus shelters and on-going maintenance as part of their developments, when appropriate.

**Policy TRA-8.8** Where feasible and appropriate, all new projects that are near existing transit services and/or destinations such as shopping areas, community centers, senior housing, and medical facilities shall be required to provide covered and partially enclosed shelters consistent with Santa Clara Valley Transportation Authority (VTA) Standards that are adequate to buffer wind and rain, and have at least one bench at each public transit stop.

**Policy TRA-9.1** Make land use decisions that encourage walking, bicycling, and public transit use.

**Policy TRA-9.5** Alternative transportation means shall be required whenever the traffic generated by a development would result in a significant increase in air pollution, traffic congestion, or noise.

**Policy TRA-9.6** Require development proposals to include amenities that encourage alternate forms of transportation that reduce pollution or traffic congestion as a benefit to the community (e.g. bicycle lockers/racks, showers, dedicated vanpool or car-pool parking areas, dedicated shuttle services, innovative bus shelter designs).

**Policy TRA-10.2** Encourage schools, parks, and shopping areas to provide bicycling amenities, such as parking facilities and lockers.

**Policy TRA-10.7** Provide median refuges, bike-friendly signals, and signs at key minor street crossings.

**Policy TRA-13.2** Provide an adequate number of parking spaces in all new development.

**Policy TRA-13.3** Require adequate parking in commercial areas so as not to impact or affect adjacent residential properties.

**Policy VLR-1.1** Circulation planning for the Town shall recognize the potential for mass transit connections via the Vasona Light Rail.

**Policy VLR-1.3** Future development shall contribute financially to support transit services that link the Vasona Light Rail with the rest of Los Gatos.

**Policy VLR-1.5** Project applicants shall demonstrate how their projects meet the specific goals and policies of the Vasona Light Rail Element.

**Policy VLR-3.7** Shared parking for mixed-use projects will be allowed within the Vasona Light Rail area.

**Policy VLR-5.1** Projects developed in the Vasona Light Rail area shall contribute to a pedestrian/bicycle bridge over Los Gatos Creek.

**Policy VLR-7.2** Development may be phased with the completion of the Vasona Light Rail. In no case may development exceed transportation capacity.

**Policy VLR-9.1** Residential development proposals within the Vasona Light Rail area shall address how they take advantage of mass transit opportunities.

**Policy VLR-9.2** The Town shall work with developers, the Santa Clara Valley Transportation Authority (VTA) and other agencies to ensure that the Vasona Junction sub-area is developed in a manner that takes full advantage of the transit opportunities afforded by the Vasona Light Rail.

**Policy VLR-9.3** Development in the Vasona Light Rail area shall provide Transportation Alternative programs or facilities that help link development and mass transit. These programs may include providing bicycle racks, shower and locker facilities, transit passes to employees, etc. In-lieu fees or other funding mechanisms may be required to provide a shuttle for the area.

**Policy VLR-9.5** Promote the development of mass transit links between Los Gatos Boulevard, particularly any development on the North Forty site, and the planned Vasona Light Rail station.

**Policy ENV-12.2** Require consideration of alternatives to individual auto use whenever the environmental review document concludes that the traffic generated by a development project would result in adverse impacts from air and noise pollution.

**Policy SAF-7.4** New development shall be accessible to emergency vehicles and shall not impede the ability of service providers to provide adequate emergency response.

**Policy SAF-8.1** Build and require roadways that are adequate in terms of width, radius and grade to accommodate Santa Clara County Fire Department fire-fighting apparatus, while maintaining Los Gatos's neighborhoods and small-town character.

The *Town of Los Gatos 2020 General Plan's* description of the North Forty Specific Plan overlay area provides the following guidelines related to transportation:

- Provide pedestrian-oriented buildings along the Los Gatos Boulevard frontage, with minimal parking oriented to the street.
- Continue the "boulevard treatment" along Los Gatos Boulevard, with interconnections from one parcel's drive aisle to the next [Note that the Draft Specific Plan proposes changes to this language – refer to Section 2.0 Project Description].

- Include connections to existing intersections along Los Gatos Boulevard and Lark Avenue.
- Provide an easily accessible, fully connected street network that encourages walking.

The *Los Gatos Sustainability Plan* includes the following applicable transportation-related policies:

> **TR-1 Support for Pedestrians, Bicyclists, and Transit.** [abridged] Promote walking, bicycling, and transit through the following:
>
> c. Seek grant funding to establish a Safe Routes to School (SR2S) Program to increase more student walking and biking trips. The program may include: conducting school walking audits, improving nearby pedestrian and bicycle facilities, implementing nearby traffic-calming measures, implementing school bus, vanpool, and carpools to school, implementing walking buses to schools, coordinating school schedules to not overlap with peak commute times, conducting traffic studies for specific schools for more efficient drop-off and pick-up activity at schools (e.g. staggered schedules, changing on-street parking to loading zones, and more), and increasing speed enforcement around schools.
>
> d. Design and implement affordable traffic-calming measures on specific streets to dissuade Highway 17 cut-through traffic and attract pedestrian and bicycle traffic.
>
> **TR-2 North Forty Area Land Uses.** Require a variety of local-serving commercial uses and encourage mixed-use development in the North Forty area, reducing VMT.
>
> **TR-4 Bicycle Facilities and Programs.** Provide for new bicycle facilities and programs through the following:
>
> a. Install new bicycle facilities throughout the existing Town street network to close bicycle network gaps, as identified in General Plan.
>
> b. Require bicycle parking facilities and on-site showers in major non-residential development and redevelopment projects. Major development projects include buildings that would accommodate more than 50 employees, whether in a single business or multiple tenants; major redevelopment projects include projects that change 50 percent or more of the square footage or wall space.

**TR-6 Vehicle Circulation, Parking, and Idling Reduction Programs.** Support trip reduction and the use of electric vehicles through the following:

a. Implement a voluntary Employer Commute Trip Reduction Program for new and existing development. This would be a multi-strategy program that encompasses a combination of individual measures, such as ride-share programs, discounted transit programs, end-of-trip facilities (e.g. showers and lockers), encouraging telecommuting, and preferential parking permit programs. As part of this program, encourage employers to allow commuters to pay for transit with pre-tax dollars.

b. Encourage new non-residential development to include designated or preferred parking for vanpools, carpools, and electric vehicles.

**Los Gatos Traffic Impact Fee Program.** The Town requires that projects generating additional traffic construct improvements to mitigate direct project traffic impacts, and to pay in-lieu fees to mitigate cumulative traffic impacts. Municipal Code Article VII of Chapter 15, Motor Vehicles and Traffic (the Traffic Impact Mitigation Fee Ordinance) creates the framework for a traffic impact fee. Town Council Resolution 1994-55 and the Traffic Impact Policy define specific fee amounts and procedures for calculating the fees. Traffic impact fees are assessed on new developments and expansions of uses, and collected in a trust fund to pay for transportation-related capital improvements. The traffic impact fee ensures that each new development or expansion of use pays its fair share of the transportation improvements needed to accommodate the cumulative traffic impacts.

**Construction Traffic Control Plans.** The Town requires a Traffic Control Plan for each project to control construction traffic, including limiting haul and delivery truck traffic during the morning and afternoon peak hours to facilitate the flow of commuter traffic. The Traffic Control Plan sets the routes allowed for construction traffic to facilitate traffic flow and minimize travel delay in the event of overlapping construction traffic from other projects occurring in the vicinity, including projects from neighboring jurisdictions.

## *Standards of Significance*

CEQA Guidelines appendix G indicates that a project may have a significant effect on the environment if it would:

- conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components

of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit (see below under Methodology);

- conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways;
- substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment);
- result in inadequate emergency access;
- result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks;
- conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities; or
- conflict with any *Town of Los Gatos 2020 General Plan* policy adopted for the purpose of avoiding or mitigating an environmental effect.

The *Transportation Impact Analysis Guidelines* set forth instructions on how to complete an adequate traffic impact analysis and provide guidance on assessing project impacts on various modes of transportation.

For motorized vehicles on Congestion Management Program facilities the following standards apply:

- The traffic level of service standard is LOS E. If the analysis shows that a development project is projected to cause traffic level of service to fall from LOS E or better to LOS F under project conditions, then the project is said to impact the facility.
- A project is said to impact an intersection determined to have been at LOS F under background conditions if:
    - addition of the project traffic increases the average control delay for critical movements by four seconds or more, and
    - project traffic increases the critical v/c value by 0.01 or more.

    The exception to this threshold is when the addition of project traffic reduces the amount of average control delay for critical movements, i.e., the change in average control delay for critical movements are negative. In this case, the threshold is when the project increases the critical vehicle to capacity value by 0.01 or more.

- A project is said to impact a freeway segment determined to have been at LOS F under existing or background conditions, if the number of new trips added by the project is more than one percent of the freeway capacity. This calculation shall be for each direction of travel.

For motorized vehicles on local highways, streets, or roads, the impact assessment is based on the level of service standards for the applicable facility or jurisdiction. The Town's LOS standards are provided in Policy TRA-3.4 and establish a significant traffic impact as decreasing level of service by more than one level for intersections operating at LOS A, B, or C, or dropping level of service below LOS D. The City of San Jose and the City of Campbell establish LOS D as their standards. A significant effect also occurs at a signalized intersection with existing unacceptable level of service if average critical delay is increased more than four seconds or volume to capacity ratio is increased by more than 0.010. In San Jose, a mitigation improvement has an unacceptable secondary impact if the traffic impact analysis demonstrates that the improvement would result in a physical reduction in the capacity and/or a substantial deterioration in the quality (aesthetic or otherwise) of any other planned or existing transportation facilities. The following are examples of the kinds of secondary impacts that would be considered unacceptable in the City of San Jose:

- Reducing the width of a sidewalk below minimum city standard;
- Eliminating a bicycle lane or reducing its width below city standard;
- Eliminating a bus stop or eliminating a parking lane that accommodates a bus stop;
- Eliminating a park strip (landscaped area between sidewalk and street) that contains mature trees;
- Encouraging substantial neighborhood cut-through traffic; or
- Creating unsafe pedestrian and/or automobile operating conditions.

The level of service standard for Congestion Management Program intersections is LOS E. However, the transportation impact analysis applied the more stringent Town of Los Gatos standards for Congestion Management Program intersections within the Town.

The *Transportation Impact Analysis Guidelines* indicate that the 2000 Highway Capacity Manual methodologies should be used to evaluate project effects on transit, bicycle, and pedestrian travel modes (Santa Clara Valley Transportation Authority 2009b, pages 21, 22). The 2010 edition of the Highway Capacity Manual contains new methodologies to evaluate level of service/quality of service for pedestrian, bicycle and transit modes on urban arterial roadways. The *2011 Congestion Management Program* does not adopt these methodologies, but lays the groundwork for future adoption after VTA has had the opportunity to test the methodologies locally (Santa Clara Valley Transportation Authority 2011, pages 53, 54).

The *Transportation Impact Analysis Guidelines* state that a project would have a significant effect on transit services if it would entail (Santa Clara Valley Transportation Authority 2009b, page 41):

- substantial growth or concentration of population beyond the capacity of existing or planned transit facilities;
- increased demand for transit service to such a degree that accepted service standards are not maintained. VTA can provide transit service standards;
- reduction of transit availability or interference with existing transit users on a permanent or temporary basis;
- a project location more than three-quarters mile from existing or planned transit services, with the potential for generating a demand for such services; or
- congestion increases that affect transit services, e.g. delays worsen on a roadway that a specific transit route serves.

The *Transportation Impact Analysis Guidelines* (Santa Clara Valley Transportation Authority 2009b, page 42) indicate that a project would have a significant effect on bicycle and/or pedestrian transportation if it would entail:

- adverse effects of vehicle trips on existing bicycle and pedestrian conditions;
- development or project roadway improvements inconsistent with existing adopted plans (lead agency's adopted Bicycle Plan, Pedestrian Plan, Trails Master Plan, and/or bicycle/circulation element of the General Plan; and other agencies' plans i.e. County Bicycle Plan, or adjacent cities' Bicycle Plan);
- development or project roadway improvements that would preclude future bike lanes, bike paths, bike/pedestrian tunnels/bridges, wide shoulders or other bike-friendly and pedestrian-friendly improvements;
- adverse effects on existing bicyclist/ pedestrian circulation in the project area;
- a reduction, severance, or elimination of existing bicycle or pedestrian access and circulation;
- impedance of bicyclists' travel routes due to changes to the roadway geometry, including roadway shoulders where bikes ride, or connections to trails or sidewalks as a direct or indirect result of the project; or
- inadequate bicycle or pedestrian signal detection or signal timing.

A project would conflict with the Congestion Management Program if:

- the level of service on a Congestion Management Program road network facility were to drop to LOS F;
- the project would adversely affect a Congestion Management Program designated transit or bicycle route; or
- the project would prevent implementation of a component of the Congestion Management Program.

## *Analysis, Impacts, and Mitigation*

### Less-than-Significant Impact with Mitigation: Conflict with Measure of Effectiveness – Streets Level of Service

The proposed project would generate a large number of new motor vehicle trips on nearby streets and highways. The effects of additional traffic on intersections, freeway segments, and freeway ramps are discussed below.

**Project Trip Generation.** Traffic generation for the proposed project was estimated by applying Institute of Transportation Engineers' (ITE) trip generation rates to the land uses in two development scenarios. Table 20, Development Scenario A Trip Generation, and Table 21, Development Scenario B Trip Generation, present the trip generation estimates.

Scenario B substitutes additional shopping center commercial in place of the two office uses. The result is a slight reduction in daily trips (207 fewer trips -- about a 1.5 percent reduction), and PM peak hour trips (38 fewer trips – about a 2.5 percent reduction). The most noticeable effect is during the AM peak period, when traffic is reduced by about 215 trips (about a 31.5 percent reduction). This reduction is attributable to the typically later opening of retail commercial uses.

Two trip distribution scenarios were developed to assign project-generated traffic to the roadway network. In general, the commercial retail trips were expected to originate/terminate closer to the Plan Area than the residential, office, and hotel trips. Therefore, a greater proportion of the residential, office, and hotel trips were assigned to the freeways, and a greater proportion of the commercial retail trips were assigned to the surface street network. For the residential, office and hotel traffic the highest traffic assignment were State Route 85 (31 percent), State Route 17 (20 percent), Blossom Hill Road (8 percent), Winchester Boulevard (5 percent), and Los Gatos Almaden Road (5 percent). For commercial retail traffic, the highest traffic assignments were Blossom Hill Road (15 percent), Los Gatos-Almaden Road (10 percent), State Route 85 (10 percent), Winchester Boulevard (8 percent), State Route 17 (7 percent), Bascom Avenue

(7 percent), State Route 9 (6 percent), and Carlton Road (6 percent). The remaining 31 percent of trips were distributed over other roads. All project traffic was assigned to either Los Gatos Boulevard or Lark Avenue. A trip distribution diagram is included as Figure 7 in the transportation impact analysis, included in Appendix M.

**Table 20 Development Scenario A Trip Generation**

| Land Use (ITE) | Size | Daily Trips | AM Peak Period Trips | PM Peak Period Trips |
|---|---|---|---|---|
| Shopping Center (820) | 269,000 sf | 12,920 | 276 | 1,235 |
| Pass-by reduction (25%) | | (3,230) | (69) | (309) |
| Adjusted Shopping Center | | 9,690 | 207 | 926 |
| Hotel (310) | 150 rooms | 970 | 68 | 89 |
| Medical Dental Office Building (720) | 62,500 sf | 2,341 | 144 | 187 |
| General Office Building (710) | 62,500 sf | 929 | 129 | 149 |
| **Commercial Total** | | **13,930** | **548** | **1,351** |
| Cottage Cluster Residential (210) | 73 units | 778 | 61 | 79 |
| Apartment Residential (220) | 73 units | 566 | 40 | 58 |
| Residential Condominium (230) | 218 units | 1,267 | 96 | 114 |
| Residential subtotal | | 2,611 | 197 | 251 |
| Mixed use reduction (30%) | | (784) | (60) | (76) |
| **Residential Total** | | **1,827** | **137** | **175** |
| **Project Total** | | **15,757** | **685** | **1,526** |

***Source:*** Fehr and Peers 2014

***Note:*** Mixed use reduction based on VTA Guidelines. Mixed use reduction of 30 percent residential trips was applied to reflect a 15 percent reduction of residential trips plus an equal number of matching trips from retail use.

Gross shopping center trip generation is adjusted downward: for pass-by reduction for existing trips stopping at new commercial use. Gross residential trip generation is adjusted downward with a mixed use reduction to account for local trips to services not made by automobile. Gross hotel, medical dental office building, and general office building trip generation is not adjusted.

**Table 21 Development Scenario B Trip Generation**

| Land Use (ITE) | Size | Daily Trips | AM Peak Period Trips | PM Peak Period Trips |
|---|---|---|---|---|
| Shopping Center (820) | 400,000 sf | 16,938 | 353 | 1,632 |
| Pass-by reduction (25%) | | (4,235) | (88) | (408) |
| Adjusted Shopping Center | | 12,703 | 265 | 1,224 |
| Hotel (310) | 150 rooms | 970 | 68 | 89 |
| **Commercial Total** | | **13,673** | **333** | **1,313** |
| Cottage Cluster Residential (210) | 73 units | 778 | 61 | 79 |
| Apartment Residential (220) | 73 units | 566 | 40 | 58 |
| Residential Condominium (230) | 218 units | 1,267 | 96 | 114 |
| Residential subtotal | | 2,611 | 197 | 251 |
| Mixed use reduction (30%) | | (784) | (60) | (76) |
| **Residential Total** | | **1,827** | **137** | **175** |
| **Project Total** | | **15,500** | **470** | **1,488** |

***Source:*** Fehr and Peers 2014

***Note:*** Mixed use reduction based on VTA Guidelines. Mixed use reduction of 30 percent residential trips was applied to reflect a 15 percent reduction of residential trips plus an equal number of matching trips from retail use.

Gross shopping center trip generation is adjusted downward: for pass-by reduction for existing trips stopping at new commercial use. Gross residential trip generation is adjusted downward with a mixed use reduction to account for local trips to services not made by automobile. Gross hotel, medical dental office building, and general office building trip generation is not adjusted.

The share of Plan Area traffic at the four studied Plan Area entry points was estimated through analysis of peak period trip assignments. Most Plan Area traffic would utilize the Los Gatos Boulevard/Burton Road intersection (36.2 percent under development scenario A and 40.5 percent under development scenario B). The second most heavily used intersection would be the Los Gatos Boulevard/Neighborhood Street intersection (29.7 percent under development scenario A and 28.0 percent under development scenario B). The remainder of Plan Area traffic would use the Los Gatos Boulevard/Noddin Road intersection (19.0 percent under development scenario A and 17.1 percent under development scenario B) and the Lark Avenue/Highland Oaks intersection (15.1 percent under development scenario A and 14.4 percent under development scenario B).

**Project-related Street Network Changes.** The transportation impact analysis makes several assumptions regarding changes to the local street network, which would occur as a result of the

proposed project. On Lark Avenue, the existing left turn lane onto Highland Oaks Drive is assumed to be removed in favor of a left turn lane into the Plan Area. On Los Gatos Boulevard, the transportation impact analysis assumes that a center median would be constructed on Los Gatos Boulevard from Samaritan Drive to Lark Avenue, which would prevent left turns at Terreno de Flores Lane, Camino del Sol, Noddin Lane, and Bennett Way. Left turns into the Plan Area from Los Gatos Boulevard would be allowed at the existing Samaritan Drive/Burton Road intersection and at a new signalized intersection approximately mid-way between Noddin Avenue and Bennett Way. Therefore, existing traffic patterns would shift somewhat, particularly for the residential trips from the northern Highland Oaks neighborhood, which would most likely travel through the Gateway Drive and Lark Avenue intersections on Los Gatos Boulevard to reach State Route 17 or return from State Route 85. Left turn restrictions along Los Gatos Boulevard would likely increase U-turns at other intersections along Los Gatos Boulevard. Improvements planned in the *Los Gatos 2020 General Plan* are not expected to be complete for this analysis.

**Intersections.** The proposed project is a specific plan that is expected to be implemented in phases over a period of between five and 20 or more years. To best reflect conditions when development of the Draft Specific Plan begins, a background traffic conditions projection was prepared. Background conditions reflect existing traffic plus traffic expected from 16 approved but not yet built or occupied projects, listed in Table 22, Approved Projects.

Table 23, Study Intersections Background Levels of Service, presents traffic conditions expected under background conditions.

When project traffic is added to background conditions, level of service would degrade to an unacceptable level at two intersections, and delays would increase at a third intersection that already operates at unacceptable levels of service. Table 24, Study Intersections Background plus Project Significant Impacts, summarizes the significant level of service effects at these intersections. At the Los Gatos Boulevard/Samaritan Drive intersection, the level of service would degrade from LOS D+ to LOS F during the PM peak period, with delays increasing from 36.9 seconds to 87.6 seconds (development scenario A) or 80.7 seconds (development scenario B). At the Los Gatos Boulevard/Lark Avenue intersection, level of service would degrade from LOS D- to LOS E during the AM peak period, with delays increasing from 51.0 seconds to 65.2 seconds (development scenario A) or 60.6 seconds (development scenario B). At the Los Gatos Boulevard/Lark Avenue intersection, level of service would degrade from LOS D to LOS E+ (development scenario A) or LOS E (development scenario B) during the PM peak period, with delays increasing from 39.2 seconds to 59.2 seconds (development scenario A) or 60.2 seconds (development scenario B).

**Table 22 Approved Projects**

| Project | Location |
|---|---|
| Riviera Terrace Expansion | 135 Riviera Drive, Los Gatos |
| South Bay Honda | 16213 Los Gatos Boulevard, Los Gatos |
| Swanson Ford | 16005 Los Gatos Boulevard, Los Gatos |
| Mitchell Subdivision | 16922 Mitchell Avenue, Los Gatos |
| Medical Office | 14251 Winchester Boulevard, Los Gatos |
| Terraces of Los Gatos | 800 Blossom Hill Road, Los Gatos |
| Blossom Hill Road Development | 15940 Blossom Hill Road, Los Gatos |
| Medical Office | 15400 Los Gatos Boulevard, Los Gatos |
| Office/Retail | 55 Los Gatos-Saratoga Road, Los Gatos |
| Medical Office | 14881 National Avenue, Los Gatos |
| Placer Oaks | Placer Oaks Road and Frank Avenue, Los Gatos |
| Medical Office | 50 Samaritan Drive, San Jose |
| Sports Park | 930 University Avenue, Los Gatos |
| Highlands of Los Gatos | 15700 Shady Lane, Los Gatos |
| Office | 15720 Winchester Boulevard, Los Gatos |
| Albright Office Development | Winchester Boulevard and Albright Way, Los Gatos |
| Harker Preschool | Union Avenue, San Jose |

***Source:*** Fehr and Peers 2014

**Table 23 Study Intersections Background Levels of Service**

| No. | Intersection | Control | Peak Period | Delay | LOS |
|---|---|---|---|---|---|
| 1 | Winchester Boulevard | Signal | AM | 23.5 | C |
| | Hacienda Avenue | | PM | 36.0 | D+ |
| 2 | Winchester Boulevard | Signal | AM | 33.5 | C- |
| | Knowles Drive | | PM | 41.5 | D |
| 3 | Winchester Boulevard | Signal | AM | 11.5 | B+ |
| | State Route 85 Northbound Ramps | | PM | 17.8 | B |

| No. | Intersection | Control | Peak Period | Delay | LOS |
|---|---|---|---|---|---|
| 4 | Winchester Boulevard / State Route 85 Southbound Ramps | Signal | AM | 13.3 | B |
| | | | PM | 7.6 | A |
| 5 | Winchester Boulevard / Courtside Drive | Signal | AM | 9.0 | A |
| | | | PM | 6.7 | A |
| 6 | Winchester Boulevard / Wimbledon Drive | Signal | AM | 13.3 | B |
| | | | PM | 14.8 | B |
| 7 | Winchester Boulevard / Lark Avenue | Signal | AM | 17.4 | B |
| | | | PM | 17.7 | B |
| 8 | Winchester Boulevard / Daves Avenue | Signal | AM | 20.5 | C+ |
| | | | PM | 20.5 | C+ |
| *9* | Santa Cruz Avenue / Los Gatos-Saratoga Road (State Route 9) | Signal | AM | 42.1 | D |
| | | | PM | 36.8 | D+ |
| 10 | University Avenue / Lark Avenue | Signal | AM | 21.5 | C+ |
| | | | PM | 30.8 | C |
| 11 | State Route 17 Southbound Ramps / Lark Avenue | Signal | AM | 31.0 | C |
| | | | PM | 39.1 | D |
| 12 | State Route 17 Northbound Ramps / Lark Avenue | Signal | AM | 23.1 | C |
| | | | PM | 21.1 | C+ |
| 13 | Highland Oaks Drive / Lark Avenue | Highland Oaks Stop | AM | 150.3 | F |
| | | | PM | 38.1 | E |
| *14* | Bascom Avenue / Camden Avenue | Signal | AM | 49.8 | D |
| | | | PM | 49.4 | D |
| 15 | Bascom Avenue / Woodard Road | Signal | AM | 14.7 | B |
| | | | PM | 15.3 | B |
| 16 | Bascom Avenue / White Oaks Road | Signal | AM | 25.7 | C |
| | | | PM | 23.6 | C |
| *17* | Bascom Avenue/Los Gatos Boulevard / State Route 85 Northbound Ramps | Signal | AM | 19.7 | B- |
| | | | PM | 19.9 | B- |
| *18* | Bascom Avenue/Los Gatos Boulevard / State Route 85 Southbound Ramps | Signal | AM | 19.9 | B- |
| | | | PM | 24.4 | C |

| No. | Intersection | Control | Peak Period | Delay | LOS |
|---|---|---|---|---|---|
| *19* | Los Gatos Boulevard | Signal | AM | 29.7 | C |
| | Samaritan Drive/Burton Road | | PM | 36.9 | D+ |
| 20 | National Avenue | National Stop | AM | 135.2 | F |
| | Samaritan Drive | | PM | >200 | F |
| 21 | Los Gatos Boulevard | Terreno de Flores Stop | AM | 41.1 | E |
| | Terreno de Flores Lane/Noddin Avenue | | PM | 78.5 | F |
| 22 | Los Gatos Boulevard | Camino del Sol Stop | AM | >200 | F |
| | Camino del Sol/Bennett Way | | PM | 78.9 | F |
| *23* | Los Gatos Boulevard | Signal | AM | 51.0 | D- |
| | Lark Avenue | | PM | 39.2 | D |
| 24 | Los Gatos Boulevard | Signal | AM | 20.2 | C+ |
| | Gateway Drive/Garden Lane | | PM | 17.3 | B |
| 25 | Los Gatos Boulevard | Signal | AM | 26.9 | C |
| | Chirco Drive/Los Gatos-Almaden Road | | PM | 23.9 | C |
| 26 | Los Gatos Boulevard | Signal | AM | 36.4 | D+ |
| | Blossom Hill Road | | PM | 37.4 | D+ |
| 27 | Los Gatos Boulevard | Signal | AM | 24.1 | C |
| | Shannon Road/Roberts Road | | PM | 16.1 | B |
| 28 | Los Gatos Boulevard | Signal | AM | 34.0 | C- |
| | Los Gatos-Saratoga Road | | PM | 37.6 | D+ |
| 29 | National Avenue | Signal | AM | 30.3 | C |
| | Los Gatos-Almaden Road | | PM | 8.9 | A |
| *30* | State Route 17 Northbound Ramps | Signal | AM | 68.5 | E |
| | Camden Avenue/White Oaks Road | | PM | 66.8 | E |
| *31* | State Route 17 Southbound Ramps | Signal | AM | 76.4 | E- |
| | San Tomas Expressway | | PM | 57.1 | E+ |

***Source:*** Fehr and Peers 2014

***Notes:*** Weighted average intersection delays in seconds per vehicle calculated in accordance with 2000 Highway Design Manual; LOS calculated using TRAFFIX 8.0 Software. Italicized intersection numbers indicate the intersection is part of the Congestion Management Program. The new Winchester Boulevard Courtside Road signalized intersection is assumed to have been built by the Albright Office Park project, and the existing Albright intersection turned into a right-only driveway.

**Table 24 Study Intersections Background plus Project Significant Impacts**

| No. | Intersection | Peak Period | Background | | Project A | | Project B | |
|---|---|---|---|---|---|---|---|---|
| | | | Delay | LOS | Delay | LOS | Delay | LOS |
| 19 | Los Gatos Boulevard | AM | 29.7 | C | 32.7 | C | 32.1 | C- |
| | Samaritan Drive/ Burton Road | PM | 36.9 | D+ | **87.6** | **F** | **80.7** | **F** |
| 20 | National Avenue | AM | 135.2 | F | **141.1** | **F** | **140.3** | **F** |
| | Samaritan Drive | PM | >200 | F | >200 | F | >200 | F |
| 23 | Los Gatos Boulevard | AM | 51.0 | D- | **65.2** | **E** | **60.6** | **E** |
| | Lark Avenue | PM | 39.2 | D | **59.2** | **E+** | **60.2** | **E** |

***Source:*** Fehr and Peers 2014

***Note:*** Weighted average intersection delays in seconds per vehicle calculated in accordance with 2000 Highway Design Manual; LOS calculated using TRAFFIX 8.0 Software. Increased delay of more than four seconds constitutes a significant impact at the National Avenue/Samaritan Drive intersection.

LOS F background conditions would be eliminated at several side street intersections with Los Gatos Boulevard and Lark Avenue, because the side street intersections would be restricted to right-in and right-out turns. This improvement in level of service would occur at Los Gatos Boulevard/Terreno de Flores Lane, Los Gatos Boulevard/Camino del Sol, and Lark Avenue/Highland Oaks Drive. Elimination of the left turn movements at these intersections would improve the overall operating level of service, although it should be noted that turning delays that would be eliminated for side street traffic would be replaced by longer travel routes for the side street traffic. The left turn from Lark Avenue to Highland Oaks Drive could be kept open to allow for emergency vehicle access during all hours of the day.

Implementation of the following mitigation measures would reduce significant vehicular traffic level of service impacts at these intersections to a less-than-significant level. Level of service would improve to LOS D or better at the listed intersections with construction of these street improvements.

## Mitigation Measures

*TR-1. The following intersection improvements shall be completed at the Los Gatos Boulevard/Samaritan Drive/Burton Road intersection by the first project developer within the Northern District of the Plan Area.*

*a. conversion of the existing eastbound lane on Burton Road to a through/left turn lane;*

*b. addition of one dedicated eastbound left turn lane and one eastbound right turn lane on Burton Road at Los Gatos Boulevard (including widening Burton Road for about 200 feet west from Los Gatos Boulevard).*

*TR-2. The following off-site intersection improvements shall be completed at the Los Gatos Boulevard/Lark Avenue intersection by the first project developer:*

*a. addition of a third eastbound left turn lane on Lark Avenue;*

*b. addition of third northbound left turn lane on Los Gatos Boulevard;*

*c. addition of a third westbound lane on Lark Avenue from Los Gatos Boulevard to the intersection of State Route 17 northbound ramps to the Los Gatos Boulevard/Lark Avenue intersection, which will operate as a second right turn lane east of the State Route 17 northbound ramps/Lark Avenue intersection and to operate as a through-right lane east of the Highland Oaks Drive/Lark Avenue intersection; and*

*d. modification and re-striping of intersection and restriction of parking as needed.*

Road widening on Burton Road would likely require the removal of yard area at the house on the southwest corner of the intersection. Since this widening would occur concurrent with commercial development and the construction of Street A to Los Gatos Boulevard, it is likely that the property would have already been acquired by project developers, and this property may be ready for commercial redevelopment at that time. However, it is possible that the property would still be residential at the time of the widening, and that the required strip of land would be acquired separately from the rest of the existing parcel.

The proposed project would increase delays at the National Avenue/Samaritan Drive intersection by 5.1 to 5.9 seconds during the AM peak period, and the intersection already operates at LOS F under background conditions. The intersection is within the jurisdiction of the City of San Jose, and the City of San Jose considers these delays at an LOS F intersection to be a significant impact. The City of San Jose and Town of Los Gatos have previously discussed measures to improve the operation of this intersection, including signalization of the intersection. The signalization of the intersection was determined to have an adverse impact to the Los Gatos Boulevard/Samaritan Drive intersection and was removed from consideration. The City of San Jose is currently processing a development application for a parcel with frontage on both National Avenue and Samaritan Drive, and considering the extension of Samaritan Court as a through route between the two streets to provide additional travel options (Karen Mack, personal communication, November 5, 2013). Other potential measures could include signalization of the *Samaritan Drive/Samaritan Court intersection and/or restriction of left turn movements for the National Avenue/Samaritan Dive intersection* The Town of Los Gatos shares responsibility with the City of San Jose for the improvements necessary to mitigate impacts at this intersection. Implementation of the following mitigation measure would reduce impacts to a less-than-significant level.

## Mitigation Measure

*TR-3. Applicants for development or redevelopment projects within the Northern District shall pay a pro-rata share of improvements at the Samaritan Drive/National Avenue intersection or other improvement related to relieving congestion at the Samaritan Drive/National Avenue intersection. Improvements could include, but are not limited to, lane or traffic control improvements to the Samaritan Drive/National Avenue intersection and/or signalization of the Samaritan Drive/Samaritan Court intersection. Pro-rata share shall be based on percent of project trips, per distribution patterns in the North 40 Transportation Impact Analysis, as a share of total trips within the intersection. Fees shall be paid to the City of San Jose prior to issuance of building permits. The applicant shall pay the pro-rata share of improvement as determined by the Town of Los Gatos and City of San Jose. If a specific improvement project has not been identified, the fee shall be based on pro-rata share of a traffic signal, and shall be proportionally refundable if a less expensive project is developed.*

## Significant and Unavoidable Impact: Conflict with Measure of Effectiveness – Highways Level of Service

**Freeway Segments.** The proposed project would contribute to regional increases in highway traffic, and increased delays on State Route 17 and State Route 85. *Town of Los Gatos 2020 General Plan* Policy TRA-1.1 states that development shall not exceed transportation capacity. The transportation impact analysis includes evaluation of 14 freeway segments. With development scenario A, project-generated traffic added to existing conditions would not degrade traffic flow from acceptable to unacceptable level of service, nor increase traffic by one percent or more of capacity on any of the studied segments. With development scenario B, project-generated traffic would exceed one percent of capacity on the southbound State Route 85 mixed flow lanes from Winchester Boulevard to State Route 17. This segment already operates at LOS F. (Fehr and Peers 2014, Table 15). This would be a significant environmental impact. The transportation impact analysis does not propose mitigation to address adverse freeway segment effects.

VTA and Caltrans are currently planning a project on State Route 85 that would convert the existing high occupancy vehicle lanes into high occupancy/toll lanes (high occupancy vehicles use the lane at no cost, while single-occupancy vehicles may use the lane for a toll). These improvements are currently planned for completion by 2017, although completion of this project is not yet assured. Under the 2015 study scenario conducted for the high occupancy/toll lanes project, although total vehicle miles traveled on the highway are projected to increase by six percent, travel times are projected to decrease on the segment where Draft Specific Plan traffic would have adverse effects (DKS 2013, pages 51 to 58 and 70 to 77). The proposed project would add 41 vehicle trips per hour to this segment of State Route 85. Observation of similar

high occupancy/toll lanes that have been implemented suggests a typical shift of between 100 and 300 vehicle trips per hour from mixed lanes to high occupancy lanes (Katy Cole, personal communication, March 27, 2014). If the State Route 85 high occupancy/toll lanes are implemented, the proposed project's impacts would be reduced to a less-than-significant level.

Improvements necessary to address increased delays on state highways would be under the jurisdiction of Caltrans and the improvements would also fall under the requirements for Congestion Management Program facilities. Improvements to these facilities are subject to long-range improvement planning processes and funding programs. Therefore, it is not feasible for the Town to effectively mitigate impacts to freeway facilities through freeway expansion projects. Pursuant to California Government Code Section 65088, the VTA's *Transportation Impact Analysis Guidelines* require that a deficiency plan be prepared when significant impacts to a Congestion Management Program facility cannot be feasibly mitigated. The deficiency plan must present actions to compensate for a situation where a feasible roadway improvement will not improve a Congestion Management Program to an acceptable level of service, or a feasible improvement does not exist. Deficiency plans can include improvements to related roadway components, facilitation of alternative modes of transportation, transportation demand management, or other approaches that reduce traffic congestion. Mandatory employer trip reduction programs are not permitted since passage of Senate Bill 437 in 1996, so these programs must be voluntary (Santa Clara Valley Transportation Authority 2009b, 2010).

The proposed project's mixed use design will inherently reduce traffic volumes, and this is reflected in the trip generation rates that were used in the transportation impact analysis. For example, the provision of retail services (Northern and Transition districts) adjacent to the residential uses (Transition and Lark districts) allows for non-vehicular trips or short vehicular trips within the Plan Area to obtain many day-to-day goods or services. The Specific Plan includes requirements for the implementation of transportation demand strategies to reduce traffic. Potential strategies include unbundled residential parking, secure bicycle storage, shower and changing facilities, electric vehicle charging stations, car sharing, and shuttle services. Additionally, many Santa Clara County employers participate in the Spare the Air program, pre-tax transit pas subsidies, 511 Rideshare, and other established regional transportation demand management programs to reduce vehicle miles traveled by employees. However, in spite of the mixed use design and transportation demand measures, Plan Area traffic would result in significant adverse traffic effects on facilities outside the control of the Town, and the impact would be significant and unavoidable.

## Less-than-Significant Impact: Conflict with Measure of Effectiveness – Highway Ramps and Construction Traffic

**Freeway On-ramps.** The transportation impact analysis presents an evaluation of project traffic effects on volume to capacity ratio and queuing at the Lark Avenue on-ramp to northbound

State Route 17 and the Los Gatos Boulevard onramp to southbound State Route 85. At the State Route 17 on-ramp, the project share of vehicle to capacity ratio would exceed one percent, and with metering rates of 330 vehicles per hour per lane, the proposed project would add 79 feet of queue (development scenario A) or 66 feet of queue (development scenario B) at the metering lights. With a rate of 900 vehicles per hour per lane, the proposed project would not add to the queue length at the metering lights. During a typical weekday morning, the metering light rate would vary in the range between 330 and 900 vehicle trips per hour per lane at the two high occupancy vehicle lanes. At the State Route 85 ramp, the project share of vehicle to capacity ratio would be 7.8 percent (development scenario A) or 2.5 percent (development scenario B). Added traffic would have operational effects on the on-ramps, but would not back traffic onto surface streets, so is considered a less-than-significant impact.

**Construction Phase Traffic.** Construction of the proposed project is expected to occur over a five to 20 year timeframe. Construction would involve improvements to the frontage and medians of both Los Gatos Boulevard and Lark Avenue; construction-worker commute trips at nearby intersections, and hauling of debris and construction materials on local roads and freeways.

The transportation impact analysis did not estimate traffic generated during the construction phases of the proposed project. However, construction traffic volumes would be spread out over many years, and are typically lower at any given time than build-out operational traffic, so no significant effects on level of service are likely.

Construction of frontage and median improvements could result in lane closures or detours, which could affect traffic operations on both Los Gatos Boulevard and Lark Avenue. Each of these streets is two lanes in each direction, and Los Gatos Boulevard has a fifth lane used for turning movements. Construction could result in temporary closures of one of the two lanes. During peak traffic hours, closure of one of the two lanes would result in significant delays and back-ups.

There is an ongoing flow of construction-worker commute trips within the region, the specific routing of which varies by specific location of construction projects, but this traffic forms part of the existing and background traffic environment. Worker trips into the Plan Area for construction of infrastructure and buildings would be at volumes lower than build-out operational traffic, and are not likely to result in significant effects on adjacent streets or intersections.

Truck traffic would include hauling away of debris from demolition or clearing, and deliveries to the Plan Area of equipment and materials. Trucks are larger, slower moving, and require larger turning radii than other traffic. Therefore, a truck will sometimes result in momentary traffic delays while approaching, entering, or leaving a site. The number of trucks visiting the Plan Area cannot be accurately estimated at this stage, but would be considerable over the entirety of

Without mitigation presented above, the proposed project would significantly increase congestion and intersection traffic delays, which could delay bus service. However, Mitigation Measure TR-1 and Mitigation Measure TR-2, presented above, would attain acceptable levels of service at these intersections, and delays to transit operations would likewise be less than significant.

### Less-than-Significant Impact with Mitigation: Conflict with Measure of Effectiveness – Bicycles and Pedestrians

The Draft Specific Plan includes mixed uses, internal pedestrian connections, and streets intended to be shared by all forms of transportation. The Draft Specific Plan's internal provisions for pedestrians and bicycles provide an environment designed to promote non-motorized trips within the Plan Area. Proposed pedestrian amenities include pathways, paseos, lighting, and benches. The Draft Specific Plan provides three crossings of Los Gatos Boulevard (at Samaritan Drive, Neighborhood Street, and Lark Avenue) and one crossing of Lark Avenue (at Los Gatos Boulevard). In general, while conditions internal to the Plan Area provide adequately for bicycles and pedestrians, outward connections are limited or poor, and due to tis location adjacent to two freeways and two arterials, the Draft Specific Plan is isolated from the standpoint of bicycle and pedestrian transportation. Added traffic could affect the suitability for walking or bicycling on streets in the vicinity of the Plan Area. The following sections discuss specific bicycle and pedestrian issues.

**Safe Routes to Schools**. 2010 Clean Air Plan control measure TCM C-2 and *Los Gatos Sustainability Plan* Policy TR-1 promote safe routes to school. The *Town of Los Gatos 2020 General Plan*'s description of the North Forty Specific Plan emphasizes connections to existing intersections along Los Gatos Boulevard and Lark Avenue and an easily accessible, fully-connected street network that encourages walking. Elementary and middle school students living in the proposed project's Lark District would attend Louise Van Meter School and Fisher Middle School, located about one and one-quarter to one and one-half miles to the south of the Plan Area. Two potential routes to the schools exist from the Plan Area. The most direct route to these schools from the project site is via Los Gatos Boulevard. A second route utilizes a series of residential streets between Los Gatos Boulevard and State Route 17, beginning at Highland Oaks Drive opposite the Plan Area at Lark Avenue, and continuing to Oak Rim Way at Blossom Hill Road. About one-third of this route is currently designated as a school access route for these schools, but this route is difficult to reach from the Plan Area due to an uncontrolled crossing of Lark Avenue.

The primary impediment to use of Los Gatos Boulevard is the high volume of traffic and two sections with substandard sidewalks between the Plan Area and the schools. In order to increase traffic flow capacity on Lark Avenue, the Draft Specific Plan includes a median on Lark

Avenue, which would prevent crossing at the Lark Avenue/Highland Oaks Drive intersection. However, a combination of these routes utilizing Garden Lane provides a signalized crossing to the Plan Area and avoids the section of Los Gatos Boulevard that lacks sidewalks. The Specific Plan does not include any policies assuring that a direct pedestrian access to the Lark Avenue/Los Gatos Boulevard intersection would be provided. Implementation of the following mitigation measure would reduce this impact to a less-than-significant level.

## Mitigation Measure

*TR-6. Development within the Lark District near the intersection of Lark Avenue and Los Gatos Boulevard shall provide a direct pedestrian/bicycle access between residential areas and the intersection of Los Gatos Boulevard and Lark Avenue.*

## Less-than-Significant Impact: Conflict with Measure of Effectiveness – Bicycles and Pedestrians

**Lark Avenue Bicycle Lanes.** Lark Avenue provides the only direct bicycle access between the Plan Area and the Los Gatos Creek Trail. The Draft Specific Plan's cross-section for Lark Avenue includes a parallel Class I multi-modal path, and reserves room (currently used as median) for the future provision of bicycle lanes on Lark Avenue. VTA guidance states that separate bike paths paralleling the roadway do not substitute for on-street bike lanes (Santa Clara Valley Transportation Authority 2012, pages 7-2 and 7-9).

*Town of Los Gatos 2020 General Plan* policies TRA-1.5, TRA-2.1, TRA-2.2, TRA-2.8, and TRA-3.10 address adequate accommodation of all forms of traffic on Town streets. The *Town of Los Gatos 2020 General Plan* lists bike lanes as a planned improvement on Lark Avenue between Los Gatos Boulevard and Winchester Boulevard (pages TRA-17 and TRA-18). Roadway Design Element 3.1 Roadway and Lane Width, in the *Bicycle Technical Guidelines,* requires re-construction of all streets to include space for bicycles (Santa Clara Valley Transportation Authority 2012, pages 3-1 and 7-9). Although not proposed for immediate construction, the Draft Specific Plan reserves adequate space for future accommodation of bicycle lanes on Lark Avenue.

**Countywide Bicycle Route 16B.** County wide route 16B passes through the Los Gatos Boulevard/Samaritan Drive intersection. *San Jose Bike Plan 2020* proposes Class II bike lanes on Samaritan Drive. The proposed project would result in significant level of service impacts at this intersection, but the required street improvements would not alter the existing geometry on Samaritan Drive, or effect the potential to develop bicycle facilities.

## Significant and Unavoidable Impact: Conflict with Congestion Management Program

The level of service analysis presented above indicates that one Congestion Management Program intersection would degrade to LOS F, but mitigation would bring the intersection to an acceptable level of service, and that a Congestion Management Program highway segment would incur significant and potentially unavoidable impacts. Impacts are discussed in greater detail earlier in this section.

**Roadways and Intersections.** The Los Gatos Boulevard/Samaritan Drive intersection would operate at LOS F, but would be mitigated (see Mitigation Measure TR-1) to acceptable levels of service. The proposed project would not prevent implementation of any Congestion Management Program roadway improvements.

**Highway Segments.** The proposed project would result in significant and potentially unavoidable impacts on operations of one Congestion Management Program highway segment during the PM peak period. With development scenario B, project-generated traffic would exceed one percent of capacity on the mixed flow lanes of the segment of southbound State Route 85 from Winchester Boulevard to State Route 17. The transportation impact analysis does not present mitigation to address the significant impacts on freeway segments. The State Route 85 express lanes project would reduce impacts to a less-than-significant level if it is implemented.

**Bus and Bicycle Routes.** The proposed project would have no effect on the VTA Congestion Management Program bus route operating on Samaritan Drive. The bus route approaches from the south and does not pass through the study intersections. The countywide bike corridor near the Plan Area passes through three of the study intersections: Los Gatos Boulevard/Samaritan Drive, Samaritan Drive/National Avenue, and National Avenue/Los Gatos-Almaden Road. Samaritan Drive/National Avenue would continue to operate at unacceptable LOS F under background plus project conditions. Project traffic added to background traffic would result in unacceptable levels of service at the Los Gatos Boulevard/Samaritan Drive intersection. Mitigation Measure TR-1 and Mitigation Measure TR-2 would mitigate impacts to these intersections.

## Less-than-significant Impact with Mitigation: Hazardous Design or Incompatibility

The Draft Specific Plan provides street cross sections for three types of streets within the Plan Area: A Street (the primary through street), Neighborhood Street (connecting Los Gatos Boulevard to A Street near the center of the Plan Area, and residential streets (within the Lark

District). The Draft Specific Plan avoids overly-wide streets in order to maintain a more intimate pedestrian scale to the transportation facilities, as might be found in an older urban neighborhood.

The Street A cross-section starts at Lark Avenue with four, ten-foot wide lanes, with the two outside lanes being continuous right turn lanes with sharrows (shared bike travel symbols used to inform both motorists and bicyclists of the safe positioning of the bicycle on a roadway without bike lanes or shoulders), indicating through bicycle traffic. No on-street parking would be allowed on this section of A Street. In the Transition District and Northern District, the A Street cross-section has two 11- to 13-foot travel lanes with sharrows and parking lanes or perpendicular parking on each side. Residential streets would follow one of two options: 1) two 10-foot lanes with parallel parking on each side, or 2) two 11-foot lanes with no parking or parking on only one side. The Draft Specific Plan's main internal street would effectively function as a Class III bicycle route. The Neighborhood Street would have two, 13-foot travel lanes with diagonal parking on each side. Based on analysis of peak hour trips, the average daily traffic volume on A Street near Los Gatos Boulevard would be about 8,000 trips, and near Lark Avenue about 1,100 trips. The average daily traffic volume on Neighborhood Street would be about 5,000 trips. The 2,600 daily residential trips would be divided over several residential streets, with volumes on any given street likely to be below 1,000 trips.

The *Bicycle Technical Guidelines* state that sharrows are intended for use on existing narrow streets and that bike lanes are strongly preferred on new streets. Collector streets should be designed with a maximum design speed of 30 mph. If projected traffic volumes are more than 4,000 vehicles per day, bike lanes should be included. (Santa Clara Valley Transportation Authority 2012, page 7-19). The proposed street configurations conflict with the guidance of the *Bicycle Technical Guidelines*. This is a significant environmental impact. Implementation of the following mitigation measures would reduce this impact to a less-than-significant level, while maintaining the intended neighborhood character.

*TR-7. Either bicycle lanes or sharrows (shared lane markings) shall be provided on A Street between Los Gatos Boulevard and Lark Avenue. The speed limit shall be no greater than 30 miles per hour, and Bikes May Use Full Lane signs (Caltrans sign R4-11) shall be placed on streets marked with sharrows.*

## No Impact: Emergency Access

The Draft Specific Plan includes a through street and several streets connecting to Los Gatos Boulevard. Development of the Draft Specific Plan would be in accordance with the Town's circulation system improvement standards and therefore, accommodate adequate emergency access. The total lane width on proposed streets is at least 20 feet (in residential areas), and up to

26 feet on two lane sections (up to 46 feet on four lane sections). The Santa Clara County Fire Department standards require a minimum width of 20 feet generally, and a minimum width of 26 feet for access to buildings in excess of 30 feet tall. The additional width for taller buildings is to accommodate ladder trucks (Santa Clara County Fire Department 2009). Future development in accordance with the Santa Clara County Fire Department's Standard Details and Specifications would ensure adequate emergency access to project buildings by fire apparatus. At build-out, two existing dead-end residential streets (Burton Road and Bennett Way) that do not provide good emergency access and egress would be replaced by new development. At build-out of the Draft Specific Plan, adequate access to all portions of the Plan Area would be provided.

### No Impact: Safety Risks from Change in Air Traffic Patterns

The proposed project would have no effect on air traffic patterns.

### Less-than-Significant Impact: Conflict with Transit, Bicycle, or Pedestrian Planning or Use

The Plan Area is within the Vasona Light Rail area. The *Town of Los Gatos 2020 General Plan's* Vasona Light Rail Element sets forth policies for projects within the Plan Area, many of which are specific to transportation, and in particular to multi-modal connections. *Town of Los Gatos 2020 General Plan* Policy LU-11.6 calls for multimodal links between the Plan Area and the future Vasona light rail station and Policy VLR-9.3 calls for transportation alternative programs or facilities that help link development and mass transit. Policy TRA-9.5 requires that alternative transportation means be required whenever the traffic generated by a development would result in a significant increase in air pollution or traffic congestion. Other policies identify development of an additional trail segment on the east side of Los Gatos Creek north of Lark Avenue, and contributions by Vasona Light Rail area developments toward a trail bridge over Los Gatos Creek.

The planned Vasona station site is located at the junction of State Route 85 and Winchester Boulevard. The station site is about one mile away from the Plan Area. The most direct access is via Lark Avenue and Winchester Boulevard (State Route 85 has southbound off-ramps and northbound on-ramps at Winchester Boulevard, so does not provide a means of access from the Plan Area to the future station site). Transit connections to the Vasona station are discussed under Measures of Effectiveness – Transit, presented earlier. Mitigation measures are provided to facilitate transit connections from within the Plan Area.

No direct bicycle or pedestrian route between the Plan Area and the Vasona station site exists. The most feasible bicycle routes (which don't require left turns from arterials) are Lark Avenue and either Winchester Boulevard or the Los Gatos Creek Trail to the station, and the Mozart

Road bridge over State Route 17 to Los Gatos Boulevard to return from the station. The most direct pedestrian route would follow Lark Avenue and Winchester Boulevard, but some sections have narrow or no sidewalks. An alternative pedestrian route could be to use the Los Gatos Creek Trail. State Route 17 and State Route 85 present a barrier to direct bicycle and pedestrian access to the station site. The *Countywide Bicycle Plan* identifies across barrier connections (proposed bicycle crossings of creeks or freeways), although such a crossing is not identified at the Plan Area.

The *Town of Los Gatos 2020 General Plan* does not explicitly direct the provision of bicycle and pedestrian routes from the Plan Area to the Vasona light rail station, but referral to multimodal infers options other than transit and private automobile. Bicycle path alignments that would provide a direct connection would require highway bridges and/or pathways within the freeway rights-of-way, and are considered infeasible. Although not ideal, there are existing routes that could serve to provide bicycle and pedestrian access to the Vasona light rail station site.

Several transit, bicycle, and pedestrian planning and policy conflicts are discussed earlier under the Conflict with Measure of Effectiveness headings. Refer also to Section 3.12 Population and Public Services for discussion of the *Santa Clara Countywide Trails Master Plan.*

### No Impact with Mitigation: General Plan Inconsistency

**Ridesharing, Transit, Bicycle, and Pedestrian Policies**. Refer to the discussions under the Measures of Effectiveness headings above. Several inconsistencies with *Town of Los Gatos 2020 General Plan* policies are identified in these discussions. Mitigation measures presented would eliminate inconsistencies with the *Town of Los Gatos 2020 General Plan*.

## 3.14 UTILITIES AND SERVICE SYSTEMS

The *Town of Los Gatos 2020 General Plan EIR* did not identify any significant impacts relating to utilities and service systems. The following technical report was prepared for the proposed project and is referenced in this section:

- Schaaf and Wheeler. *North 40 Drainage Study*. October 27, 2010.
- MacKay and Somps. *Memorandum: North 40 Hydrology Summary*. April 29, 2013.
- San Jose Water Company. *San Jose Water Company Town of Los Gatos North 40 Development Water Supply Assessment.* July 2013.
- RMC Water and Environment. *Updated Sewer Impact Evaluation for North Forty Development.* March 5, 2014.